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ABSTRACT

The speaker begins his presentation by reviewing the literature on merit programs, both for teachers and for administrators, and summarizing the pros and cons of such programs. He then discusses the development of the merit pay program operating in his district. The initial and most important step in planning that program was developing a comprehensive job description for each administrative position in the district. The second step was the training of all administrators in the use of management by objectives (MBO) techniques. The MBO program included performance agreements between the supervisors and the person being supervised. The sample performance agreement included consists of five sections--behavioral objectives, classification of the objectives, the steps or procedures for carrying out the objectives, the nature of the monitoring of progress, and the requirements that the supervisor must supply if the person being evaluated is to accomplish his or her objectives. The third step was developing the district plan to be presented to the administrators' bargaining unit. The plan that was agreed to is described. (Author/IRT)

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NEGOTIATING MERIT PAY PROVISIONS FOR ADMINISTRATORS

by Dwayne C. Poll

Introduction

For over sixty years, merit pay plans have been alternately praised and condemned by school districts throughout the United States. In fact, some state legislatures even funded pilot programs involving merit pay. Some school districts have been involved in merit pay programs in the past, but with the advent of collective bargaining, have discontinued them. Still other districts currently use some form of merit incentive; while numerous districts are interested in studying in depth this issue.

As stated earlier, the concept of paying school district personnel on the basis of their performance is not new to boards of education. The concept has been vigorously debated and written about under such terminology as "merit pay", "career increments", "quality of performance pay", and "differential salaries", to name just a few. However, current data on the extent to which merit pay and incentives have actually been negotiated in contracts with educational administrators have not been available. Therefore, the purpose of this chapter is to outline the history of merit pay plans and to offer suggestions on the procedures which may be utilized in negotiating such merit pay provisions in individual school districts. The writer hopes that the presentation of research and the practical experience gained in his school district will prove helpful to others.

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Literature Relative to Merit Pay[1]

This review of the literature relative to merit pay concerns itself with definitions of merit pay, the advantages and disadvantages of merit pay, the causes for the success or failure of merit pay plans, and the public opinion about merit pay.

As noted earlier the term "merit pay" has been used interchangeably with many other terms. Regardless of the term used the meanings do not differ significantly.

Templeton states that "...merit pay means paying a teacher (administrator) according to the quality of his (or her) teaching. In practice, however, programs range from vague statements allowing school boards to exceed regular pay schedules under some conditions to programs in which all teachers and administrators are paid according to an evaluation rating."[2] Davis defines "merit pay rating" as a "...recorded judgment about a teacher which determines at least in part the amount of his (or her) salary and may affect the rate of salary progress or ultimate maximum."[3]

The Research Division of the National Education Association has coined the phrase "quality-of-service recognition" defining it as "any device that adjusts salaries to recognize different levels of teaching performance."[4] Therefore a merit pay plan is "any salary schedule...whatever its plan of recognizing position, experience, and preparation may be, if it either authorizes or specifies salaries above the regular schedule to reward teachers who have been judged to be rendering superior service."[5]

Merit rating has been defined by the California Teachers Association in terms of its usage in business and industry. This association says that merit rating "as used in business and industry, ... refers to processes very similar to the 'evaluation procedures' used by most school districts."[6] Whenever an evaluation is utilized as the basis for determining an employee's pay, then it can be termed a merit pay plan. The business and industry merit pay plan would be defined as follows:

> "Merit rating is a systematic method of evaluating employee performance for the following purposes:
>
> (1) to help determine promotions, transfers, demotions, dismissals, and salaries;
>
> (2) to provide an analysis of strong and weak points so that employees' performance may be improved through a guidance program; and
>
> (3) to provide the personnel division with a yardstick to measure the effectiveness of testing, recruiting, and in-service training programs."[7]

Templeton noted that merit pay programs are likely to differ widely from school district to school district. One can, however, identify three major types of merit pay plans:

(1) Those in which authority to exceed the salary schedule due to superior service is vested

in the board of education. Normally such blanket authority statements do not contain details of implementation.

(2) Those programs in which superior teachers progress at an accelerated rate on the regular salary schedule, however, these teachers do not usually exceed at any time the salary schedule maximum.

(3) Other merit plans contain provisions for exceeding the maximum on the salary schedule by fixed dollar amounts.[8]

The New York State Teachers Association has identified four types of merit plans.

(1) A formal evaluation procedure with a weighted point scale.

(2) A formal evaluation procedure with an unweighted point scale.

(3) A formal evaluation procedure with no point scale.

(4) A plan utilizing a recommendation by the superintendent but no formal evaluation procedure.[9]

Stoops, et. al., have identified seven forms taken by merit pay plans.

(1) Super-maximums,

(2) Accelerated increments,

(3) Bonus plans,

(4) Multiple track,

(5) Periodic merit evaluation,

(6) Annual outstanding teacher awards, and

(7) Summer merit teacher projects program.[10]

Lastly, Bhaerman speaks of "old style" and "new style" merit plans. He identifies "old style" plans as those involving ratings based on input factors such as personal fitness, classroom management, attitude, etc., while "new style" plans are based on ratings using output factors focusing on the attainment of specific goals and objectives.[11]

It is this new style of merit pay as further defined by Flippo and Munsinger[12] which should be carefully considered in a district's negotiation of merit pay for administrators. Thus following these writers' definition, the negotiated merit plans would emphasize the employee's contribution in terms of quality and quantity of work and the assumption of responsibility rather than considering employee characteristics.

The proponents and opponents of merit pay can cite numerous advantages and disadvantages to support their point of view. The school district's chief negotiator should be aware of these as the negotiation process is initiated. The writer, having been both a recipient of and a negotiator for an administrator's merit pay plan, believes the following list of advantages and disadvantages, while not all-inclusive, at least touches upon the major points that are likely to be broached.

Advantages

(1) Administrators should be paid according to their worth and should be known to be of this worth.

(2) A merit pay plan is not only sound but also logical and should form the basis for the development of salary schedules.

(3) There must be a monetary incentive for quality performance since such incentive spurs additional productivity.

(4) The public demands dividends for its tax dollars and merit pay will cause the public to support higher salaries.

(5) Merit pay will attract and hold administrators of superior quality since such administrators will be able to earn salaries in proportion to their efforts.

(6) Administrators are already being rated by students, teachers, superintendents, and the public so there is no compelling reason to preclude rating for salary.

(7) Merit plans demand high quality work which in turn benefits the end product of the educational system - the student.

(8) Merit pay is a stimulus for the administrator to work up to his capacity as he is adequately rewarded for his productivity.

(9) Merit pay removes the inequality of treating unequals equally.

(10) Merit pay will give security to those who are high performers rather than giving security to the inefficient.

(11) The merit concept offers opportunity for the development of cooperative and democratic relationships.

(12) Competent supervisors can make evaluations for merit which contain few, if any, inequalities.

(13) Business and industry have used merit pay with excellent results. Educators should be able to modify the business and industrial practices to meet the needs of the educational area thereby improving the quality of education.

(14) Less than 100% success in the first attempt at merit pay should not preclude the use and improvement of such programs.

(15) Administrators should at least be willing to study and experiment with merit plans.

(16) Merit pay will create conditions more like the prevailing ones in other professions where status and income are dependent upon ability, industry, and competence.

(17) Merit pay will serve to assist in the retention of excellent administrators at all levels of administration.[13]

Disadvantages

(1) Merit pay for educators has been tried for many years and not a single program has been successful.

(2) Boards of education have no objective, accurate method of judging administrative competence.

(3) Merit pay provisions will cause administrators to be competitive, uncooperative and of poor attitudes rather than serving as constructive members of the administrative team.

(4) The time required for supervision, evaluation, and report writing is not warranted when one considers the meager benefits to be derived from such a program.

(5) Merit provision for salary will cause all administrators to perform equally rather than utilizing individual, creative abilities.

(6) Proper supervision requires that persons be assisted to improve to the full extent of their capacities rather than being penalized for unsatisfactory work.

(7) Merit pay will cause lack of cooperation between supervisor and supervisee and will also increase the individual administrator's work load.

(8) Raising the general level of administrative ability through in-service training is more beneficial than merit pay.

(9) Merit pay is too often based on "quantity" of work instead of "quality."

(10) Industry, with rare exceptions, has given up merit pay provisions and is concentrating on the betterment of working conditions to gain additional productivity.

(11) Sixty years of experience has shown that merit pay programs are soon rejected by the public.

(12) Administrators are representative of a cross section of ability. In view of this ability difference, merit pay is unfair.

(13) The majority of administrators do not currently favor merit pay.

(14) Merit pay will create administrative "apple-polishing."

(15) Merit pay creates feelings of insecurity, increases worry and tension and isolates administrators.

(16) Merit pay will create public relations problems since parents will not like their children attending a school headed by a non-merit administrator.[14]

Why do merit pay plans succeed or fail? The literature is replete with reasons on either side of the issue. Several of the more worthwhile ideas regarding the success or failure of merit pay plans are noted below.

Merit pay will be successful if:

(1) the most important objective is to improve the administrator's performance;

(2) every administrator is considered eligible based on recognized predetermined standards;

(3) administrators are judged by productivity as measured against innate ability as opposed to comparison with other administrators;

(4) the evaluators are competent and impartial;

(5) sufficient money is provided to carry out the intent of the program.[15]

Probably the most important factor which guarantees the success of a merit program is the leadership provided by the chief school officer. The chief school officer must create an atmosphere of confidence, respect, honesty, and trust among all parties involved in such a plan.

Rhodes[16] has noted a number of factors that were present in each of the unsuccessful merit programs be reviewed. These were:

(1) Insufficient discrimination between recipients and non-recipients.

(2) Limitations on the number of qualified persons who could receive merit stipends.

(3) Poor evaluators.

(4) Problems created by uninformed board members.

(5) Goals were not clearly defined.

(6) Lack of job descriptions or poorly constructed job descriptions.

(7) No priorities have been clearly defined.

(8) Cooperative development of an effective evaluation tool has been neglected.

(9) Basing decisions on the way an administrator acts rather than on results he produces.

(10) Evaluations are not translated into improvement.

(11) Lack of financial incentive. Small merit stipends are not enough to stimulate increased productivity.

Opinion polls clearly indicate the conflicting viewpoints held by both educators and the public on the issue of merit pay.

Rometo[17] surveyed a number of school districts in Pennsylvania to determine attitudes toward merit pay. Generally, the respondents indicated a willingness to devise and implement a merit pay plan, however less than 50% of the teachers and 66% of the administrators believed that a merit pay plan would be successful in their district.

Reiels[18] conducted a survey of teachers in Wisconsin regarding merit, using two survey instruments. Analysis of the data for the various faculty grouping showed that certain personal factors, particularly those related to teaching assignments, affected the individual's attitude toward merit.

These feelings toward merit were seen to vary from one faculty group to another and from one merit pay problem to another.

Michael[19] conducted a study, the data of which supported the following two hypotheses:

(1) Teachers agree more strongly with statements against merit pay than with statements supporting merit pay.

(2) A teacher's attitude toward merit rating is influenced specifically by his own acceptance or rejection of the general merit rating philosophy.

Setting the Stage for Negotiations

As noted earlier, one of the prime factors leading to a successful merit pay program is the leadership provided by the chief school officer. What style of leadership is most likely to affect the successful implementation of merit pay provisions? Herein lies the crux of the problem. Management theorists have cited tasks and relationships as the two most important dimensions of leadership.[20] Close analysis of these two dimensions shows that any differences are more semantic than real. However, the results of the Ohio State Leadership Studies led some leadership theorists to suggest that there is a "best style" of leadership. Most of the theorists suggest that the most effective leader is one with an integrated behavior style or a permissive, democratic, human relations approach.

Halpin, one of the members of the original Ohio State staff, in studying the leadership styles of chief school officers noted that "effective or desirable leadership behavior

is characterized by high ratings on both Initiating Structure and Consideration. Conversely, ineffective or undersirable leadership behavior is marked by low ratings on both dimensions."[21]

Korman,[22] received over twenty-five leadership studies. His work gives compelling evidence that there is no one "best" style of leadership. He concluded that:

> "Despite the fact that 'Consideration' and 'Initiating Structure' have become almost by-words in American industrial psychology, it seems apparent that very little is now known as to how these variables may predict work group performance and the conditions which affect such predictions. At the current time, we cannot even say whether they have any predictive significance at all."

His conclusions seem to suggest that leadership is situational, i.e., it varies according to the needs of particular situations.

Korman's conclusions are further verified by Fiedler[23] who, in a review of fifty studies spanning fifteen years, concluded that both directive-task oriented leaders and non-directive, human relations directed leaders are successful in particular situations.

It would seem then that the chief school administrator who is responsible for the implementation of contractual merit pay provisions must be adept at changing his leadership style to meet the needs of his subordinate administrators and the particular situation of a given time. The superintendent's effectiveness as a leader will be dependent upon his ability to diagnose his own leader behavior in terms of the organization,

superiors, associates, subordinates, and job demands. The superintendent must trust his subordinates and believe in their honesty, integrity and maturity. Anything less can only result in dissatisfaction, mistrust and the eventual demise of the merit program.

The initial and most important step in planning a merit pay program is the development of a comprehensive job description for each administrative position within the district, i.e., elementary school principal, secondary school principal, director of pupil personnel, etc. This development of job descriptions should involve the total administrative team including principals, directors, central office administrators and the chief school officer. While the members of the board of education will not be directly involved in this phase of the merit plan, the chief school officer should keep them appraised of the progress through interim reports.

In analyzing the responsibilities and functions of the various administrative posts, the team should consider the following general and specific criteria:

(1) Know-How

a) What specialized knowledge is required for each administrative position?

b) How complex are the management demands of each position?

c) What level of face-to-face human relations is required?

(2) Problem-Solving

a) What kinds of solutions must be provided for problems?

b) What types of constraints are placed on the individual administrators in the development of solutions?

(3) Accountability

a) To what extent is the administrator responsible for his decisions?

b) What magnitude of impact does his decision-making actually have?

c) Based on school district size, what is the scope of his decision?[24]

When the various job descriptions have been completed and approved by the members of the administrative team, they should be presented to the board of education for its approval. In the writer's district this step took place a full year in advance of any formal negotiations with the administrative bargaining unit. An example of the job description for an elementary school principal is shown in Table I.

The reader should be aware that the elementary school principal's job description shown in Table I is only a model. It will, of course, need revision and refinement to meet the demands of an individual school district.

Table IA is included as a illustrative model of the items which might be included in a job description for a school business official. Again this model will need adjustment to fit

the tasks and requirements demanded by individual school districts' policies and practices.

The writer wishes to caution the reader about the pitfalls of carte blanche adoption of the model for actual district use. Good practice dictates that each school district complete a detailed study of goals, policies, procedures, and job requirements before writing a job description.

TABLE I

ELEMENTARY SCHOOL PRINCIPAL'S JOB DESCRIPTION

DATE:_____

NAME_____ SCHOOL_____

1. Assumes the responsibility for the implementation and observance of all Board policies and regulations.
2. Continually assesses the curricular and instructional program facilities and materials for appropriateness to student needs and effectiveness in satisfying those needs.
3. Makes recommendations for additions and deletions to the curriculum and instructional program to the Assistant Superintendent for Instruction.
4. Evaluates indivdual members of the teaching staff and submits reports on said evaluations to the Assistant Superintendent for Instruction.
5. Assists in the selection of teachers.
6. Makes recommendations for the retention and dismissal of teachers.
7. Orients new teachers to the educational program offered in Uniondale and the specifically assigned school.
8. Conducts demonstration teaching.
9. Coordinates and stimulates the professional reading habits of the staff at the assigned school (to include editorial, research, and program description articles and books).
10. Develops the school budget in concert with the Assistant Superintendent for Instruction.
11. Orders instructional and non-instructional supplies and materials.

12. Organizes and plans for registration of new pupils.
13. Organizes and manages clerical procedures.
14. Organizes and supervises maintenance of buildings and grounds, fire drills, bus drills, and safety inspections.
15. Organizes and supervises teaching personnel.
16. Organizes and supervises the school lunch program.
17. Schedules school activities.
18. Designs formats for records and reports.
19. Updates reports and records.
20. Coordinates and supervises special services provided by the District, such as guidance, health, speech, reading, psychology and attendance.
21. Coordinates the district testing program at assigned school.
22. Handles disciplinary and grievance proceedings.
23. Consults and advises the Assistant Superintendent for Instruction and the Superintendent of Schools in regard to contract negotiations.
24. Maintains clear, specific, and concise records of his activities.
25. Orients the respective community to the staff and educational programs (report system, curriculum and instructional programs, discipline policies, etc.) offered at the assigned school.
26. Maintains a systematic two-way communication system with the community.
27. Plans, organizes and administers educational and interactive programs and workshops for parents.

SUPERINTENDENT _____ INCUMBENT _____

TABLE IA

SCHOOL BUSINESS OFFICIAL'S JOB DESCRIPTION

DATE:_____

NAME:_____ DISTRICT:_____

1. Assumes responsibility for the implementation and observance of all Board policies and regulations for the District.
2. Assumes responsibility for updating and preparing current additions to the written policies, bylaws, and regulations for the District.
3. Assumes responsibility for budget development and long range financial planning.
4. Assumes responsibility for accounting procedure adequate to record in detail all money and credit transactions.
5. Supervises the collection, safekeeping, and distribution of all funds.
6. Develops and administers a plan for purchasing all supplies and equipment in keeping with the District budget.
7. Supervises the storage and distribution of supplies and equipment.
8. Administers, through the Director of Maintenance, the operation and maintenance of the school plant.
9. Supervises school transportation services.
10. Supervises all business office personnel including Business Manager, Payroll Director, etc.
11. Arranges for the internal auditing of school accounts.
12. Maintains an updated inventory of school property.
13. Is responsible for supervision and maintenance of eligibility

for all civil service employees.

14. Is responsible for preparing and submitting to the Board of Education such financial reports as they should request.
15. Is responsible for compiling the necessary statistical data for preparation of the fiscal budget.
16. Prepares financial reports as required by State and Federal agencies having jurisdiction over school funds.
17. Completes applications for State and Federal funds.
18. Acts as an advisor to the Superintendent of Schools on the school budget and all other business and financial questions.
19. Acts as an advisor in contract negotiations with all negotiating groups.
20. Is responsible for the preparation and submission of all bids and service contracts.
21. Provides an in-service training program for business personnel.
22. Interprets the financial position of the District to the community at large.
23. Supervises the data processing storage and generation of such information as should be requested by the Superintendent and/or the Board of Education.
24. Is responsible for managing the District's real estate and insurance programs.
25. Is responsible for developing and maintaining the District's census.
26. Is responsible for maintaining attendance program.
27. Is responsible for determining legal eligibility of students' residences.

28. Is responsible for preparing enrollment projections.
29. Accepts such other duties and assignments as the Superintendent of Schools may direct.
30. Assumes the role of Acting Superintendent in the absence of the Superintendent of Schools.
31. Keeps current with educational developments and the literature in the field of school business affairs and participates in state and national professional societies devoted to the advancement of school business affairs.
32. Is responsible for developing and supervising a program of external and internal security for District schools.

_____ _____

SUPERINTENDENT INCUMBENT

The second step taken by the writer's district prior to entering into any negotiations relative to merit pay was to train its administrators in the use of "management by objectives." This training showed the advantages of converting from the "open-looped"[25] to a "closed-loop"[26] system of educational administration.

The efficacy of the MBO concept is generally manifested via a "contract" between the supervisor and the person being supervised. Although contracts have taken many forms, each generally includes (1) statements of behavioral objective(s), (2) milestones and completion dates, (3) a description of the monitoring system for assessing progress, and (4) statements regarding requirements the one who is supervised may have in order to accomplish the objective.

In essence, the contracts state the specific objective to be accomplished. When specific objectives are known, resources can be appropriately allocated, personnel assignments can be made, and the system can be evaluated according to its progress toward the objective(s). It can be placed back on course if that is required.

MBO has its base in business and industry, and therefore is sometimes viewed negatively by administrators. The reasons given by those "turned off" by this approach is that techniques used in business and industry cannot be appropriate for a profession dedicated to the growth and development of people. This reasoning is invalid in at least two respects.

(1) Management by Objectives is directed toward people and the way they work rather than at things. It is not a technique resembling mass

production, nor does it validy allow for the "factory analogy." Instead MBO is the most individualized management technique currently available.

(2) Contrary to popular opinion, employees at the management level in business do not work with isolated bits and pieces of matter that can be easily quantified. Their responsibilities are every bit as complex as those of educators.

Besides being a technique, MBO is a philosophy. As such it is based on several assumptions about people, supervision and evaluation.[27] Those assumptions are as follows:

(1) Evaluation systems that are primarily designed to find the "bad apples" in the system or "to cut out the dead wood" are counter productive. Such an orientation too often equates NOT DOING SOMETHING WRONG with successful management. The focus rather should be on showing CONTINUAL GROWTH AND IMPROVEMENT and continually doing things better. It is the responsibility of the organization to develop (allow/encourage to develop) the managers of that organization.

(2) Unless a supervisor is working daily in direct contact with an individual, there is no way he can evaluate ALL the things that individual does. At best he can evaluate only a relative few of the things the individual does and then only if these "things" are well defined. This means

that priorities must be established so that the MOST IMPORTANT responsibilities are always in focus.

(3) Lack of defined priorities results in a dissipation of resources. If "everything" is equal, a person tends to be guided by his own interests or the situation at hand.

(4) Supervision is not a passive activity; i.e., a supervisor must not only be a "scorekeeper." A supervisor must be actively involved in helping subordinates achieve objectives and CONTINUALLY grow in competence. This development of subordinates is probably the MOST IMPORTANT of supervising managerial functions.

(5) Subordinates often preceive the priority of their responsibilities in ways that differ from the supervisor or the organization. Unless the two are harmonized, the subordinate may be growing and developing in his own preceptions but not in the preceptions of the organization. Where the preceptions and priorities of the subordinate and the organization are the same or close, the result is positive and productive. Where preceptions differ, the results are non-productive and one or the other must change.

(6) Continuous "hard-nosed" dialog between supervisor and manager concerning agreed upon priorities are both productive to the efficiency of the organization and to the psychological/emotional well-being of

of the individual.

Never should the MBO Performance Agreements be imposed from the top down, nor should they be pulled from thin air. They should, instead, be based on needs derived through systematic procedures and agreed upon by both the supervisor and the supervised. Agreement between both parties is crucial to the success of the program.

After the parties have agreed on the priorities, the Performance Agreement can be written. Table II is an example of a Performance Agreement.

TABLE II

PERFORMANCE AGREEMENT

OBJECTIVE: 1.0 Implement the Wisconsin Design Reading, Math and Study Skills Program in all elementary schools for the district.

Classification: 1.3 Long Term 1.32 New or Creative

PROCEDURES

CODE	MILESTONES	PERSON RESPONSIBLE	COMPLETION DATE	DATE COMPLETED	DOCUMENTATION
1.32.01	Update the "Resource Files" for the Comprehension Strand of the Wisconsin Design.	D. Poll	9/30/77		
1.32.02	Order the Wisconsin Design "Word Attack" materials for all elementary schools.	D. Poll	11/30/77		
1.32.03	Distribute the materials noted in 1.32.02 to all elementary schools.	D. Poll	1/30/78		
1.32.04	Develop budget requests relative to Wisconsin Design "Word Attack Strand." a) additional materials b) money for test correction and preparation of initial record card	D. Poll	1/30/78		
1.32.05	Establish test dates for kindergarten students for "Comprehension" and "Word Attack."	D. Poll	4/15/78		
1.32.06	Print the district record card for "Comprehension."	D. Poll	4/20/78		
1.32.07	Design and print the district record card for "Word Attack Skills."	D. Poll	4/30/78		
1.32.08	Conduct a "Word Attack Analysis Session" to determine need for teacher in-service training relative to this segment of the Wisconsin Design.	D. Poll	5/1/78		
1.32.09	Implement the new record keeping procedures for kindergarten students for "Comprehension" and "Word Attack".	D. Poll	5/1/78		

CODE	MILESTONES	PERSON RESPONSIBLE	COMPLETION DATE	DATE COMPLETED	DOCUMENTATION
1.32.10	Assist the elementary school administrators in designing the in-building test and implementation strategies for the "Word Attack" strand.	D. Poll	6/1/78		
1.32.11	Develop any in-service training activities deemed necessary as a result of 1.32.08.	D. Poll	7/30/78		
1.32.12	Establish the dates for the pre-testing of all elementary students (gr. 1-6) on the "Word Attack" strand.	D. Poll	8/25/78		
1.32.13	Hire aides to correct tests and prepare record cards.	D. Poll	9/1/78		
1.32.14	Distribute results of corrected diagnostic pre-tests to all elementary schools.	D. Poll	10/5/78		
1.32.15	Conduct in-service training as specified in 1.32.11	D. Poll	10/5/78		
1.32.16	Review teacher suggestions for instructional materials to be utilized with each objective.	D. Poll	4/1/79		
1.32.17	Arrive at decision with Superintendent of Schools relative to implementation of math and study skills components.	D. Poll W. Irvin	4/30/79		
1.32.18	Complete final evaluation of "Word Attack Strand." (1978 vs. 1979 SAT scores on Word Attack Skills.)	D. Poll	6/30/79		

MONITORING:

1.32.18.1 Monitoring will be accomplished via submission of the reports indicated in milestones 1.32.01; 1.32.02; 1.32.04; 1.32.05; 1.32.06; 1.32.07; 1.32.08; 1.32.10; 1.32.12; 1.32.13; 1.32.17 and 1.32.18.

REQUIREMENTS:

1.32.18.1 Verbal and/or written approval of this objective from the Superintendent of Schools.

1.32.18.1.2 Necessary funding of the objective as per milestones 1.32.02; 1.32.04; 1.32.11; 1.32.13; and 1.32.17.

The sample Performance Agreement in Table II consists of five sections:

1) behaviorial objectives,
2) classifica ion,
3) procedures,
4) monitoring, and
5) requirements

A description of each of the sections in the PA follows.

(1) Performance Objective:

Behavioral statements of objectives with performance standards are obviously the backbone of the PA. The guidance given by the performance objective gives direction to administrative and other district energies. A statement of the conditions and performance standard elements in a PA are often contained in the procedures section for a detailed description of the conditions and performance standards.

(2) Classification:

Two criteria are used for classification of an objective. The first criteria is length of term. Is the objective long term (one or more years), mid-term (six months to a year), short term (six months or less)? This criterion is important for budgeting and planning purposes. The second criterion involves the nature of the objective. One assumes that routine tasks must always be performed in order to maintain

the system while new and creative objectives must be implemented to insure progress. Also, the organization is concerned with the growth of its employees, therefore personal or professional categories have been included.

(3) Procedures:

After stating the objective, specific steps or procedures for attaining the objective must be planned. This is divided into five parts:

(a) Milestones - specific bench marks or checkpoints designed to keep the one who is supervised on the track.

(b) Person responsible - identifies the person responsible for completing the milestone.

(c) Completion date - represents the specific time agreed upon by all concerned parties for completing the milestone.

(d) Date completed - this shows the actual date on which the specific milestone was finished.

(e) Documentation - give the person responsible and the supervisor a space to list the specific means utilized to document the completion of the milestone.

(4) Monitoring:

This implies a series of conferences designed so that the supervisor and the supervised will be able to evaluate the progress toward completion of the objective. Specific dates for

each conference must be scheduled and diligently adhered to.

(5) Requirements:

Many objectives cannot be accomplished without the allocation of additional resources. The supervisor and the supervisee must jointly determine the necessary level of additional funding. The supervisor assumes then the responsibility for providing the materials or resources.

The third and final factor in setting the stage for the negotiation of merit pay provisions involves the awarding of merit bonuses prior to the actual contractual agreement. In the writer's district, the contract which was in existence for administrators prior to the negotiation of merit pay did permit the board of education to award merit bonuses to any administrator whose performance in the judgment of the board of education was exemplary. Such merit awards were, in fact, given. While the awards were praised by the administrators, the board was also critized for making such merit awards without pre-established, specific guidelines. The writer would urge that caution be exercised if this approach is to be utilized. A negative experience at this point of the time-line may result in severe criticism of proposals submitted for future negotiations.

Developing District Proposals

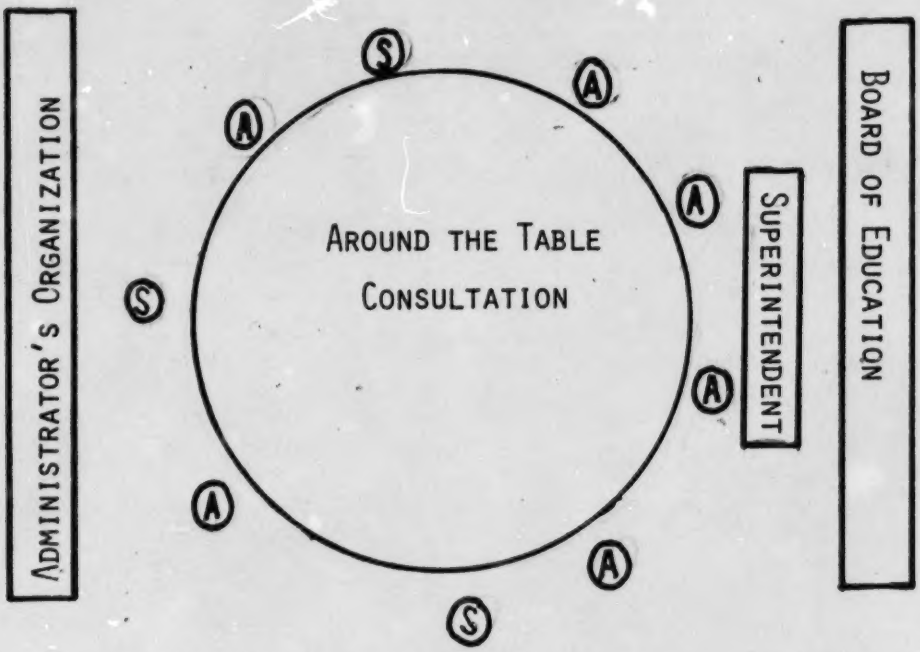
Prior to defining the actual proposals relative to merit pay for administrators in the writer's district, it is well to consider two possible approaches to be utilized in the

actual negotiations process.[28]

These contrasting approaches can best be termed AROUND THE TABLE CONSULTATION and ACROSS THE TABLE NEGOTIATION. The first is an informal process based on mutual cooperation. The second is more an adversary, give and take process culuminating in impasse and fact-finding if agreement is not reached. While most of us would likely choose the former model, the existing laws and philosophy of negotiations often mandate the "across the table" process. The two processes are most aptly defined by Tables III and IV.

TABLE III

COOPERATIVE NEGOTIATIONS

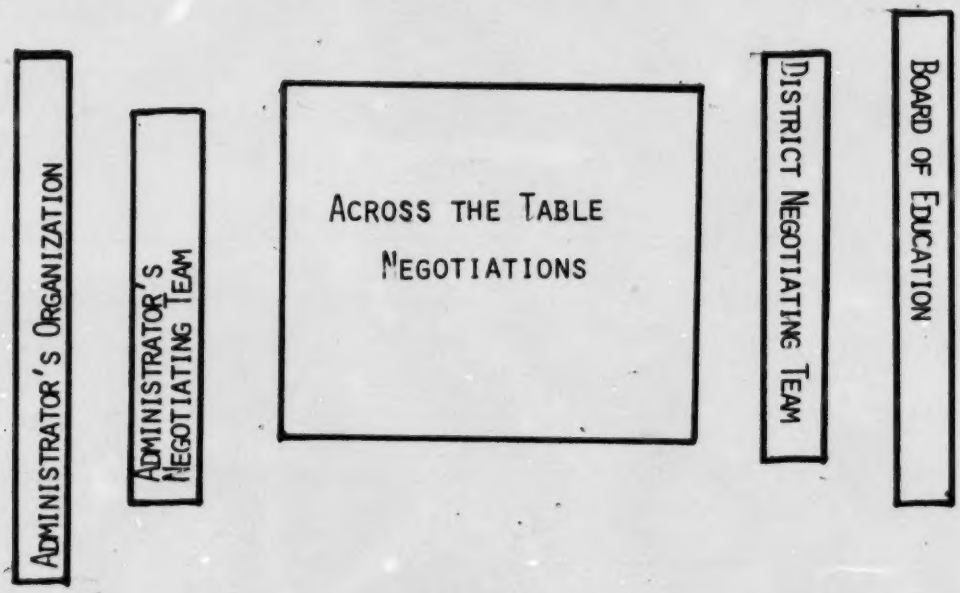


(A) ADMINISTRATOR (S) SUPERINTENDENT AND ASSISTANT SUPERINTENDENTS

1. Identification of problems and issues.
2. Presentation of evidence and arguments.
3. Give-and-take discussion.
4. Peer-level participation.
5. Reaching consensus.
6. Formulation of recommendations to Board of Education.

TABLE IV

ADVERSARY NEGOTIATIONS



1. Presentation of proposals (demands).
2. Submission of counter-proposals.
3. Pro-and-con arguments.
4. Presentation of evidence and supportive data.
5. Employment of tactics and strategies.
6. Reaching agreement or impasse.
7. Fact-finding.
8. Mediation.
9. Signing an agreement (contract) or resolving the impasse.

In preparing for the negotiations process with administrators, it is not feasible to formulate a step-by-step procedure since school districts will differ widely as a result of state laws. However, the following general questions should be answered before the first across-the-table negotiations session is held.

BY SUPERINTENDENT AND BOARD

1. What policies and regulatiions cover the negotiations? What is the rationale for these negotiations?
2. Will the administrators' negotiating unit represent all administrators?
3. How will the Board treat administrators omitted from the negotiating unit?
4. Who will do the actual negotiating? What role will be played by the superintendent, and board members?
5. What limitations will be placed on the scope of negotiations? Is the scope of negotiations negotiable?
6. What data, financial and otherwise, will be necessary.

BY ADMINISTRATORS

1. How "hard" will the administrators push their demands?
2. Who does the administrators' negotiating unit represent?
3. Who will compose the negotiating team? Who is to be the chief negotiator?
4. Who determines the demands to be presented to the Board's negotiator?
5. Who will do the research and fact-gathering necessary for support of the administrators demands?
6. What negotiations tactics will be utlized?

7. What negotiating strategies will be utilized?

Once these questions were answered by the Board of Education, the writer's district prepared a merit proposal which gave attention to the following five goals.

1. Develop the quality of effectiveness of educational leadership necessary for the growth and survival of public education.
2. Attract school administrators whose skills, attitudes, enthusiasm, and dedication are above average.
3. Assure the highly qualified administrator that one's salary will be commensurate with one's performance.
4. Provide the administrators with incentive for continued growth and improvement.
5. Provide equitable compensation for administrators at varying levels of competence.

Essential Characteristics

The merit salary proposals for administrators in the Uniondale Public Schools has taken cognizance of the essential characteristics of an evaluation plan. Subjective elements are reduced in recognized ways as follows:

1. A rating scale based on the administrator's job description composes 60% of the total evaluation (see Table V).

TABLE V

ELEMENTARY SCHOOL ADMINISTRATOR'S EVALUATION FORM

Date_____

Name_____ School_____

Rating: (1) Unsatisfactory; (2) Needs Improvement;
(3) Satisfactory; (4) Above Average;
(5) Outstanding

Item	Weight	Rating	Total Points
THE ADMINISTRATOR:			
1. assumes the responsibility for the implementation and observance of all Board policies and regulations.	3 x	_____ =	_____
2. continually assesses the curricular and instructional program facilities and materials for appropriateness to student needs and effectiveness in satisfying those needs.	3 x	_____ =	_____
3. makes recommendations for additions and deletions to the curriculum and instructional program to the Assistant Superintendent for Instruction.	3 x	_____ =	_____
4. evaluates individual members of the teaching staff and submits reports on said evaluations to the Assistant Superintendent for Instruction.	3 x	_____ =	_____
5. assists in the selection of teachers.	3 x	_____ =	_____
6. makes recommendations for the retention and dismissal of teachers.	3 x	_____ =	_____
7. orients new teachers to the educational program offered in Uniondale and the specifically assigned school.	3 x	_____ =	_____
8. conducts demonstration teaching.	3 x	_____ =	_____
9. coordinates and stimulates the professional reading habits of the staff at assigned school (to include editorial, research, and program description articles and books).	3 x	_____ =	_____

		Weight		Rating		Total Points
10.	develops the school budget in concert with the Assistant Superintendent for Instruction.	3	x	_____	=	_____
11.	orders instructional and non-instructional supplies and materials.	3	x	_____	=	_____
12.	organizes and plans for registration of new pupils.	3	x	_____	=	_____
13.	organizes and manages clerical procedures.	3	x	_____	=	_____
14.	organizes and supervises maintenance of buildings and grounds, fire drills, bus drills, and safety inspections.	3	x	_____	=	_____
15.	organizes and supervises teaching personnel.	3	x	_____	=	_____
16.	organizes and supervises the school lunch program.	3	x	_____	=	_____
17.	schedules school activities.	3	x	_____	=	_____
18.	designs formats for records and reports.	3	x	_____	=	_____
19.	updates reports and records.	3	x	_____	=	_____
20.	coordinates and supervises special services provided by the District, such as guidance, health, speech, reading, psychology and attendance.	3	x	_____	=	_____
21.	coordinates the District testing program at assigned school.	3	x	_____	=	_____
22.	handles disciplinary and grievance proceedings.	3	x	_____	=	_____
23.	consults and advises the Assistant Superintendent for Instruction and the Superintendent of Schools in regard to contract negotiations.	3	x	_____	=	_____
24.	maintains clear, specific and concise records of his activities.	3	x	_____	=	_____

		Weight		Rating		Total Points
25.	orients the respective community to the staff and educational programs (report systems, curriculum and instructional programs, discipline policies, etc.) offered at the assigned school.	3	x	_____	=	_____
26.	maintains a systematic two-way communication system with the community.	3	x	_____	=	_____
27.	plans, organizes and administers educational and interactive programs and workshops for parents.	3	x	_____	=	_____

COMMENTS AND RECOMMENDATIONS:

	Total		_____			_____
FINAL RATING =	$\frac{\text{Total Points}}{\text{Total Weights}}$	=	_____	=	_____	= _____

I have received a copy of this evaluation and have discussed it with my immediate supervisor:

_____ _____

2. Thirty percent of the evaluation is based on the administrator's completion of three MBO's (Management Objectives - see Table VI).

TABLE VI

ELEMENTARY SCHOOL ADMINISTRATOR'S EVALUATION - M.B.O.

	RATING				
	1	2	3	4	5
MBO #1					
a) Milestones adequately documented.	____	____	____	____	____
b) Completion of milestones as per timeline.	____	____	____	____	____
MBO #2					
a) Milestones adequately documented.	____	____	____	____	____
b) Completion of milestones as per timeline.	____	____	____	____	____
MBO #3					
a) Milestones adequately documented.	____	____	____	____	____
b) Completion of milestones as per timeline.	____	____	____	____	____

$$\text{FINAL RATING} = \frac{\text{Total Points}}{6} = \frac{\qquad}{6} = \qquad$$

3. Ten percent of the evaluation is based on the superintendent's yearly analyses of the administrator's performance.
4. A specific formula is used for translating the evaluations into a dollar amount.

The job descriptions upon which the merit plan is based were developed during the 1973-74 school year with input from the administrators of the District. In the Fall of 1976, all administrators with like job descriptions, i.e., all elementary school principals, met under the direction of the assistant superintendent for elementary education to weight each item on the job description in terms of its importance using a three-point scale (3, most important; 1, least important). A rating scale to be used quarterly was then developed as shown in Table V.

The administrators have been involved in management objectives since 1973. It was determined that each administrator would be held accountable for three MBO's in the salary plan. The management objectives are reviewed by the administrator's central office superior and must be acceptable to the superintendent before becoming part of the salary plan. The approved MBO's are evaluated yearly as shown in Table VI.

First, when all the evaluations for a given administrator are completed, the process for arriving at a final yearly rating for assignment of merit as described below is utilized. Each quarterly job description evaluation is worth 15% of the 60%,

therefore, the final rating might be indicated as follows:

$Q_1 = 3$)
$Q_2 = 4$)
$Q_3 = 3$) $3.5 \times 6 = 21.0$
$Q_4 = 4$)

Total

Total = $14 \div 4 = 3.5$)

The administrator's yearly evaluation based on the job description is 3.5. It is multiplied by the six units of ten in the 60% which is the total value of this portion of the overall evaluation, thus accruing 21.0 points.

Then following the same procedure, the administrator's score for the management objectives is multiplied by the three units of ten involved in this segment of the valuation for a sum of 9.0 points.

MBO's - $3.0 \times 3 = 9.0$

Last, the superintendent's evaluation is multiplied by one unit of ten to arrive at the total points for this aspect of the total evaluation.

$3.0 \times 1 = 3.0$

The total points in the case of the administrator noted above is 33.0. This is then divided by 10 - the number of units of ten in one hundred - to arrive at the final yearly rating of 3.3.

$33.0 \div 10 = 3.3$

To arrive at the dollar value of this rating it would be necessary to follow the illustration given.

Persons Eligible For Merit
3.1
3.3
3.6
3.9
5.0
4.0
4.5
4.3
3.7
3.9
93 tenths

Every administrator whose final yearly rating exceeds 3.0 is eligible for a merit payment. In the example just given there was an accumulated total of 93 tenths above 3.0. Since the administrators' bargaining unit had negotiated a sum of $7,000 for merit payments, one divides the $7,000 by 93 to arrive at the share of merit for each tenth above 3.0.

$$\$7,000 \div 93 = \$75.30$$

If a given administrator has a final rating of 4.0, that person would receive ten shares of merit, or $753.00.

As indicated previously, the plan was agreed upon during negotiations between the administrators' barganing unit and representatives of the Board of Education. The responsibility for success of the plan is shared by both the bargaining unit and the central office administrators. Mutual agreement and

shared responsibility for the concept of performance reward and the details of the plan are ingredients for success. Since the employees take many of the "risks", respect and trust of the administration and Board of Education are prerequisites for acceptance of the plan. Both parties believe that this plan will facilitate individual professional development and thus lead to increased satisfaction, status and material reward. More important the District will experience an improved quality of educational leadership.

Chapter References

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[5]_____. "Facts and Issues in Merit Salary Schedules", The Journal of Teacher Education, 8 (June, 1957), p. 127.

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[8]Davis, op. cit., "Facts and Issues in Merit Salary Schedules", p. 129.
Merit Provisions in Teachers' Salary Schedules, 1972-73. Washington, D.C.: NEA, Research Memo 1973-2 (January, 1973), p. 1.

[9]Davis, op. cit., "Where We Stand on Merit Rating as Applied to Teachers' Salaries", pp. 535-536.

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[11]Bhaerman, Robert D. "Merit Pay? No!" National Elementary Principal, 52 (February, 1973), pp. 63-69.

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[19]Michael, Calvin. "Teachers' Attitudes Toward Merit Rating as a Function of Conflict of Interest", The Journal of Teacher Education, 15 (June, 1964), pp. 210-218.

[20]For detailed analysis of these dimensions see Bales, Robert. "Task Roles and Social Roles in Problem-Solving Groups", in Readings in Social Psychology, E. Maccoby, T.M. Newcomb and E.L. Hartley (eds.), Holt, Rinehart, and Winston, 1958.

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[23]Fiedler, Fred. A Theory of Leadership Effectiveness. New York: McGraw Hill Publishing Company, 1967.

[24]Ignster, Bernard. "Why Executive Educators Should be Paid on the Basis of Job Content - Not in Relation to Teacher Wages." The Executive Educator, (October, 1978), p. 25.

[25]An "open-looped" system is defined as one in which administrators do not have precise, measurable goals. In such a system energy is directed into the system without any observable means of determining whether the efforts are on or off target - effective or ineffective.

[26]In a "closed-looped" system, specific and precise objectives are stated. Such marks are established so that progress can be measured and vehicles are created that feed data back into the system for use in decision-making.

[27]McGraw, Jean. "Management by Objectives: Accountability by Contract", in Information Package, Management by Objectives in the Madison Public Schools (Madison, Wisconsin: Madison Public Schools, 1972).

[28]The two approaches described were extrapolated from The School Administrator and Negotiation, (eds.) George Redfern and Forrest Commes, Washington, D.C.: AASA, pp. 29-31.